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# Welfare



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NORA LEA,  
*Acting Executive Director*

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## Contributors to This Issue

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**DR. HAROLD STANLEY STEWART** has been Dean of Theology at McMaster University since 1939. A Canadian by birth, he was reared and educated in the United States, taking work at Rochester

and Harvard Universities. Always interested in social welfare, he has been closely allied with the work of the Hamilton Council of Social Agencies and this spring was elected President of the Hamilton Family Service Bureau.

**MADAME RENÉE VAUTELET, O.B.E.**, was the only woman appointed to serve on the Quebec Economic Advisory Board and is the author of the comprehensive report *Postwar Plans for the Employment of Women in the Province of Quebec*. She has been active in welfare work for many years, and is Vice-President of the Montreal Bureau d'Assistance Sociale aux Familles.







**"The wholesome sea is at her gates  
Her gates both East and West"**

**T**HESE lines, inscribed over the beautiful doorway of our Dominion Parliament Buildings, bring dramatically before us the breadth, the vast extent of our country, and the map on our cover this month serves as an additional reminder. "His Dominion shall be from sea even unto sea", says the Prophet, "and from the river even to the ends of the earth."

It is a breath-taking thought and one to catch the imagination, and perhaps cause people to see visions and dream dreams. Visions of a land of peace and happiness for all and dreams of a way of life which will permit people to live in physical and spiritual security freed from the oppressive shadow of poverty and illness.

The immensity of our field and the magnitude of the task that confronts us bring the Canadian people face to face with the necessity of knowing and of planning. Knowing the needs and the problems and the resources of Canada "from sea even unto sea" and planning wisely and in a far-sighted manner.

The cessation of organized hostilities in Europe turns for us a new page, begins a new chapter. The opportunities of this new era will be immeasurable. The words of David Cushman Coyle spoken in connection with a somewhat comparable situation, may well be applied to the present time:

"We are tired with the long battle, with sleepless nights and desperate days; we have seen casualties to tear our hearts; but we cannot lie down here and die. The storm drives us on; on the one hand lies the bottomless pit of a new speculative madness, on the other hand the bottomless pit of a new world war. The road to destiny is under our feet and ahead we see the first glimpses of the Promised Land. On our vision and enthusiasm, on our courage and vitality, lie the issues of fate. The day has come for us to keep our heads, to think clearly, to put first things first, and boldly to go forward to the high adventure of the new world."

# The Significance of a National Welfare Council in Post-War Canada

HARRY M. CASSIDY

*Address to the Twenty-Fifth Annual Meeting of the Canadian Welfare Council, Chateau Laurier, Ottawa, May 30, 1945.*

THERE are various questions which have run through my mind as I have tried to think what I should say this evening. Now that victory in Europe has been achieved and that victory in Japan is in sight, will there be a more fertile field than before for the work of the Canadian Welfare Council? Has the Council a part to play in the future even more significant than during the first twenty-five years of its history? What are the specially important obligations which it must face? And what adjustments in policy and practice, if any, must it make to rise to its new opportunities?

I feel no great competence to answer the questions which I have posed. I am handicapped in my knowledge of the Council's work not only by absence from Canada during the last six years but also from having spent a good part of the 1930's on the Pacific Coast of Canada, which in those days, before there was a Trans-Canada plane service, was metaphorically 25,000 miles from Ottawa. Therefore, I am constrained almost to speculate on my topic as one who has viewed Canadian affairs from afar—and also, perhaps, to approach it with the too expansive

and exuberant view of the Pacific Coast, further mellowed by the sunshine of California, which may lead me at times away from the stern realities more commonly recognized by those who are hardened by the climate of central Canada. But I have tried, during these last three days in Ottawa, to pick the brains of the Acting Director, of the former Director, and of various board members and others; and to their friendly assistance and advice I am greatly indebted for some ideas which may make sense to you.

## TWO GREAT ASSETS

The significance of the Canadian Welfare Council after the war must be considered against the background of its past. It seems to me that it approaches the postwar period with at least two very important assets to its credit.

In the first place, it is the recognized national agency for the promotion of social welfare in Canada. This is the result of its long years of constructive work of education, of information, of survey, and of consultant service. Wherever one goes across the Dominion, from Victoria to Halifax, one finds the evidence, in a children's aid society, in a family welfare association, in

a community chest, or in a public welfare department, of some important piece of work which was initiated or stimulated by the Council. There can be no question about the fact that the great bulk of the progressive social agencies throughout the country, public and private, look to the Council for service and assistance and desire to collaborate with it in the achievement of common purposes.

Secondly, the fact that the Council is concerned with the whole field of social welfare is enormously important. In the United States, on the other hand, there are many different national agencies organized on a functional basis. Literally scores of them are listed in the *Social Work Year Book*. If you are concerned with a number of different functional fields, as I have been, and if you have occasion to seek the assistance or the advice of national agencies in the United States, you have to visit New York, Chicago, Indianapolis, Washington, and other cities and to call at many offices. The much greater simplicity, convenience, and potential efficiency of a national organization for social welfare centred in Council House, at Ottawa, is something which perhaps one can only appreciate if he has worked in the United States.

#### POSTWAR DEMAND FOR SERVICES

Granting the fact that it has performed most valuable services, that it is the recognized national agency in the welfare field, and that it is a well-integrated body, does it follow that the services of the Council will be as much in de-

mand in postwar Canada as they have been previously? I understand that some people have suggested a negative answer. For, they say, the early prospect of a great national system of public social services under the leadership of the newly established federal Department of Health and Welfare means that the work of the Council will be taken over in large part by government. From this point of view the Council has fulfilled itself by contributing towards the development of a complete system of social security. I suppose it follows that we should decently commit hari-kari and ask some of our friends to arrange honourable funeral ceremonies on our twenty-sixth or twenty-seventh birthday, at which the theme of the orations would be "We died young, but not in vain"!

This argument deserves some examination. There is no doubt about the trend towards a great expansion of our public social services. The formation of the Department of National Health and Welfare is a most progressive step. Evidently the Minister and his able Deputies contemplate the development of functional divisions for both health and welfare which will be staffed with technical experts able and willing to offer valuable consultant services to the provinces. It may appear at first sight that this will mean inevitably that provincial and local health and welfare representatives will beat a path in future to the offices of the new department rather than to Council House on Cooper Street.

There are various reasons for believing that these new developments in the public social services will make for no decrease in the work of the Council. On the other hand, the results are likely to be the very reverse—just as in the United States, when the period after the adoption of the Social Security Act of 1935 was the period of greatest expansion in the activities of the American Public Welfare Association and of many other national agencies.

The fundamental reason why we may expect more rather than less demand for the services of the Canadian Welfare Council is the enormity of the task of building a national system of social security for Canada. It is all very well for the various political parties to accept the principle of social security and to promise legislative action in the near future. But this does not guarantee that the job is going to be done next year or the year after; or that when the first formal steps have been taken a really true and good structure of social security will have been reared.

Unfortunately, we have a tremendous backlog of hard work to do in building our existing Canadian social services up to good standards as well as to plan and erect the new schemes which are needed. We still do not have health insurance, in spite of years of work on the subject by the Dominion and legislative action of one kind or another by five provinces. Old Age and Survivors' Insurance is a huge job which is on the agenda. We must rebuild, from the rem-

nants of the unemployment relief program of the 1930's, a proper system of general assistance. Juvenile Courts, child care societies, and family welfare agencies cover only a part of the country. The report of the Archambault Commission of 1938 on the penal system has not been implemented; and social workers everywhere realize that our provisions for the treatment and prevention of delinquency are generally weak in the extreme. There is still a tangle of residence rules throughout the country to govern eligibility and responsibility for public assistance and institutional care which must be unravelled. Our mental hygiene, tuberculosis, and hospital services need to be greatly expanded and improved. Preventive work in mental hygiene is only in its infancy. All across the country we need larger units of administration organized on a county or district basis, to operate our local services effectively. Provincial administrative machinery must be improved and financial relations between the provinces and the local authorities must be drastically revised. There is a shortage of trained personnel so grave as to prejudice very seriously the achievement of good standards of social work in the public services for years ahead. And then, above all, is the overriding problem of Dominion-provincial relations regarding operating functions and finances.

Here, truly, is a tremendous agenda for those who plan our social services. There is work for all; and if the new Department of National Health and Welfare and







if some of the provincial departments do much more than in the past to perform research, informational, and consultant services, thereby relieving some of the demands upon the Canadian Welfare Council, this does not mean that there will be nothing for the Council to do. It only means that the Council will be more free to turn its attention to problems which, perforce, it has long had to neglect; and to develop new types of service for its constituency, public and private.

More specifically, there is an abundance of work for the Council to undertake along the following lines:

First, the Council must continue to meet the needs of the private agencies who look to it for assistance. It is not likely that the new public departments will do much, at least in the near future, to provide a consultant service for family agencies, children's aid societies, private recreation agencies, and the like. Perhaps they should do so. In fact, I think there is much to be said for their helping out. The idea that private social service always precedes and paves the way for public social service is not one which is borne out by the facts. In our brave new world of the social security era it is proper for us to look to public departments actually to stimulate and encourage private social services in certain areas which for one reason or another it is not appropriate for government to exploit. But this represents a fairly developed and sophisticated stage in the history of a public department

and we are not likely to see it in full flower for some time. In the meantime, there is sure to be a great continuing demand for assistance upon the Canadian Welfare Council by the private agencies and the chests and councils throughout Canada. Since there is every reason to believe that, even with a great expansion of public social work, private social work will continue on at least as great a scale as at present, the Welfare Council need expect no relief in demands from this quarter.

Second, it may be surmised that the demand for community surveys and for agency surveys will actually increase. For as we turn from the arts of war to the arts of peace, citizens everywhere will be far more concerned with questions of the social services. This surely will mean that in many small and medium-sized communities which have previously not known much of modern social work there will be a desire to survey existing activities, to seek how they can be improved. Likewise, the boards of existing agencies in the larger communities which have been operating according to a fixed pattern for a number of years will almost certainly have to readjust their policies to changing conditions. They, too, may find it expedient to ask that their work be studied carefully and to seek expert advice regarding the adjustments in policy which they should make.

Third, the creation of new public agencies may actually lead to an increase in public agency clientele for the Council. Some of

the provincial governments may not welcome the consultant service which they can obtain from the federal Department of Health and Welfare. Political differences between the governments in office at Ottawa and the various provincial capitals are reflected inevitably in administrative relationships. Federal officials from the new department may not always find a warm welcome in Queen's Park or in Edmonton or in Quebec City. But this is not the case with representatives of the Canadian Welfare Council. The Council is outside of the political arena. Its staff members have had a long experience of walking freely into public welfare offices across the country where they have generally been warmly received. There may well be an entrée in many public offices for the staff of the Council where there is not for the staff of the federal government.

Fourth, the Council has an extremely broad field of service, a field which on account of limitations of budget and staff it has never been able to cultivate to the full extent. Some parts of the field are not likely to be covered very well by any parallel services to be established by the Dominion. For example, the new Department of National Health and Welfare does not have any jurisdiction over the control of delinquency and there seems small prospect of a consultant service on this subject being established by the Dominion government in the near future. The various aspects of recreational and leisure time activities are so pervasive and so extensive as to make

it unlikely that they will all be dealt with very adequately by a technical division under Health and Welfare. The Dominion has done little or nothing to help the provinces with Workmen's Compensation. Social insurance, perhaps, is a field to which the Council should give serious attention. Vocational rehabilitation for civilians is a subject which is likely to grow in importance as we examine and appraise our human resources in the postwar period and which will probably call for promotion outside of government. Problems of housing and of housing policy are manifold and perhaps the Council should give serious attention to them. These are all branches of work which are quite likely to provide abundant occupation for the Council staff in addition to the fields of child welfare, family welfare, community chests and councils, and public welfare administration which have been of major concern in the past.

#### **FUNDAMENTAL REASONS FOR THE COUNCIL**

What I have said thus far refers only to the potential growth in demand for the Council's services. But the Council is not an agency which can or which should stand still waiting for organizations and individuals to request assistance. It must also be an initiating, pioneering body which goes forward into territory which has been hitherto unexplored. Its very activities of this type are likely to create further demand for its services. Like olives and whiskey, the taste for it must be cultivated. This indeed has been its history.

Continued on page 30

# The Technique of Co-operation

H. S. STEWART, B.D., D.D.

THE calendar of the McMaster University Faculty of Theology says, in describing the course officially known as 'Pastoral Duties 2', "the technique of co-operation with civil and social organizations is considered. Various local institutions are visited and special instruction regarding their methods of work and functions is given". This course is part of the required training for all men in Theology.

The assumption of the course is that the local church as an institution and the minister as an individual are part of the social texture of the community; that, on the one hand, their services are largely sustained by social forces and organizations in the community; and, on the other hand, they make a distinct contribution as social factors to the life of the community. That the assumption is correct will be appreciated the moment one realizes that churches and ministers deal with people, and that these same people are the ones served by hospitals, when they are sick, by social service agencies, when they are in trouble, and dealt with by courts and remedial agencies when they cause trouble. The minister of the church is in these days increasingly a counselor of his people, and in this respect his work is educational and therapeutic. It is essential, then, that he be instructed "in the technique of co-operation with civil and social organizations".

The method of the course is practical. Fortunately Hamilton, where McMaster University is situated, has a highly developed group of social agencies, including hospitals, whose executive officers have been generously interested in making the course a success. The class work is conducted on a threefold plan: lectures by the professor which provide background material for understanding the significance of the social agencies and social workers in the community, and the relationship they have to the work of the church and of the minister; special lectures by the executives of social organizations concerning their work; and field trips to agencies and institutions that have something to show. The executive secretary of the Big Brothers Association comes to the University to give his lecture because there is not room in his office for a class meeting. On the other hand the workings of the Juvenile Court must be seen to be appreciated.

Sight-seeing is by no means the object of these field trips. In each instance the class is placed under the instruction of the executive of the organization or institution visited, and he plans to answer two questions, viz. How can this organization help the minister in his work? and, How may the minister be of use to this organization through his work? This he does either by lecturing or by demonstrating, or by both.

Take the Children's Aid trip as an example. When the class has gathered in the office of the secretary, he gives a lecture on the origin and development of the Children's Aid, its legal authority, its methods of work and field of service, why its work is important to the minister and how it can help him, how he, in turn, can be of service to the Society. The lecture is followed by a demonstration of the office, its equipment, its files and records, and its methods for skilled and sympathetic handling of the cases of children and of unmarried mothers. After this the class is taken to the shelter where children are housed temporarily pending their return to their homes, or their placement in foster homes, or their adoption. Everything in the home is seen, and some of the children are met. The prospective minister goes away with his eyes open to the work of this agency and to its valuable function in society. He appreciates the fact that he has a strong ally in his own dealing with children, and he is prepared by his understanding both to make use of the Children's Aid Society in meeting the children's problems that come to his attention, and to promote its interests among the members of his congregation. As one student wrote on examination, "Never before did I realize what a task the Children's Aid attempts to accomplish."

This year five main social agencies have been the objects of interest: the Council of Social Agencies, at which the lecture

covered the Community Chest and the Council, and demonstration was given of the Social Service Index; the Children's Aid; the Family Service Bureau, at which the class was given the experience of serving as a Case Committee in a real case; the Big Brothers' Association, in which instance the secretary came to the University and lectured; the Canadian National Institute for the Blind, the work of which was made specially vivid by the fact that the lecturer was himself blind and was personally able to demonstrate the value of the Institute's work. In addition, trips have been made to three hospitals, the General, the Ontario Hospital for the Insane, and the Mountain Sanitorium (for tubercular patients). In each case the superintendent has given the lecture, being as eager to bring about an intelligent understanding on the part of the students as they were to gain it. A session of the Juvenile Court was attended, following which the judge spoke and answered questions, and there was a trip to the City Council meeting and later a lecture on its work from a member of the Board of Control.

Theology is concerned with the matter of man's salvation. To many people salvation is a vague term with a far away flavour. The members of the class have discovered that salvation has some decidedly immediate connotations and in regard to these they are ready to join hands with social agencies to get the good end achieved.



# Training for Social Work Aides

DOROTHY KING,

*Chairman, National Committee of Canadian Schools of Social Work*

THE serious situation caused by the dearth of trained social workers in Canada has resulted in plans for a series of special short courses to be offered this summer by several of the the Canadian Schools of Social Work in co-operation with the Canadian Vocational Training Branch of the Dominion Department of Labour. This emergency training plan is experimental in character and is undertaken as a result of the initiative of officials of the Department of National Defence. The courses are designed primarily to provide introductory training to carefully selected persons interested in junior positions in social agencies, with the hope of easing the strain on local social work organizations co-operating with the Department of National Defence in various welfare activities, and particularly in making social investigations and enquiries on behalf of the armed forces and their dependents. The responsibilities assumed by these agencies have grown enormously through the war years and at present there exists an acute stage of a personnel shortage which has been assuming increasingly grave proportions over a considerable period of time.

## THE PLAN OF OPERATION

Arrangements have been made by the Canadian Vocational Training Branch through its regional Directors of Training to co-operate

with the Directors of the Canadian Schools of Social Work (situated at Halifax, Quebec, Montreal (2), Toronto, Winnipeg and Vancouver) in initiating and carrying through the scheme. Courses will be arranged as soon as possible and may be repeated once or more during the academic year 1945-46 if the demand is sufficient. The interest of local committees in recruitment, selection and placement of candidates has been sought. Such committees will include representation from the Dependents' Advisory Committees, Dependents' Allowance Board, National Selective Service, District Officers Commanding local military districts, Department of Veterans' Affairs, the local Council of Social Agencies, the local branch of the Canadian Association of Social Workers, and others. It is expected that the help of these committees will do much to secure the success of the plan.

## COSTS OF TRAINING

The following costs will be assumed by the Department of Labour from war appropriation funds.

- (1) Cost of publicity and advertising, if approved by the Regional Director Canadian Vocational Training.
- (2) Weekly training allowances to students at the following rates:  
\$7.00 for single trainees living at home.

- \$ 9.00 for single trainees living away from home.
- 13.00 for heads of families living at home.
- 18.00 for heads of families living away from home.
- (3) Travelling expenses of trainees from their place of residence to the School, and from the School to their place of employment. This could also include carfare for trainees while engaged on field work.
- (4) Cost of training at each School of Social Work.

#### **DURATION OF COURSE AND PROGRAM OF STUDY**

The length of each training period will be twelve weeks. A general outline of the course of study which will be modified to meet local conditions has been drafted and approved by the National Committee of Canadian Schools of Social Work. It will demand intensive work on a full time basis and will combine carefully integrated lecture material with supervised practice.

#### **ADMISSION REQUIREMENTS**

It is recognized that the success of the scheme will depend mainly on the careful selection of students. Both men and women are eligible for admission to the courses, but only in exceptional cases will applicants of less than 21 or more than 45 years of age be considered. Essential qualifications are suitable personality, real interest in people, good health and emotional stability. On the academic side, admission is limited to (1) those who have a bachelor's degree or its equivalent, preferably with some courses in the social sciences, or to

(2) ex-service men or women or others with minimum educational standing or at least junior matriculation, who have clearly demonstrated through experience in social work or related fields their capacity to profit from the course and to qualify for junior social work positions. Final decision as to admission is retained by each School, and preference will be given to those candidates who comply substantially with the ordinary admission requirements of the Schools' diploma courses. This is because a good background of education is necessary for anyone entering social work, and because those who are suitably qualified may desire to secure full professional training at a later date and will be encouraged to do so. To such students, credit for the work completed under the plan will be given should they enroll later in a School for the diploma course.

#### **WORK OPPORTUNITIES**

On conclusion of the twelve weeks preparation, trainees will be expected to accept positions with the Dominion Government Department of National Defence or other war departments, or with public and private agencies serving these departments as, for example, those making investigations for the Dependents' Allowance Board, Dependents' Board of Trustees, and the Army Directorate of Social Science.

The rates of pay and conditions of work will be those usual for the employing agency, and a minimum commencing salary of \$100 per month may be expected.

### DATES OF COURSES

The first courses will be arranged as soon as possible. At the present time the University of Toronto School of Social Work and the Montreal School of Social Work are recruiting students for courses commencing on June 11th, and the Manitoba School of Social Work will offer a similar opportunity in July.

The inauguration of these short courses has special significance as representing the first financial recognition on the part of the Federal Government of training needs in the field of social welfare. It is clear, however, that this type of training merely touches the fringe of an increasingly serious problem. Such preparation as is now contemplated cannot produce social workers, and the successful performance of the new class of helper will depend in large measure upon the ability of the professional workers of the employing agencies to help these trainees develop skill in the performance of the required tasks. Here the agencies face a major difficulty in the scarcity of qualified workers, and particularly those of supervisory calibre. Obviously, without the support of skilled staff, no addition of workers of the case aide type can maintain the quality of service. Concern regarding the shortage of professional social workers, so seriously aggravated by war demands, and the resulting lowered standards, has been voiced repeatedly in recent years. It will be remembered that this concern found expression in a conference held in Ottawa on December 6, 1943, when repre-

sentatives of government departments, national organizations and influential agencies throughout the Dominion, together with the Canadian Association of Social Workers and the Schools of Social Work all testified to the pressing need for personnel. The calculated vacancies at that time totalled some seven hundred, while it was shown that the Schools of Social Work expected to graduate about one hundred workers in 1944. At this meeting, a Continuing Committee consisting of two representatives from the Schools of Social Work, two from the Canadian Association of Social Workers and two from the Canadian Welfare Council was appointed, and this Committee has presented requests for financial aid to various departments of the government from time to time without avail. Meanwhile the work to be done has continued to increase, and the rehabilitation needs of the transition period from war to peace, together with the fact that social security measures requiring social workers for their successful administration hold a large place in the program of all political parties, makes the situation appear almost desperate. Such courses as those described above may alleviate the pressure to some extent, but unless other more vigorous measures are taken, this will be at the expense of the quality of social service offered to Canadian citizens.

The seven Canadian Schools of Social Work have struggled along on meagre budgets and with a minimum of qualified faculty mem-

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## Canadian Welfare Council's Twenty-Fifth Annual Meeting

ON May thirtieth at the Chateau Laurier in Ottawa, the Canadian Welfare Council held its twenty-fifth annual meeting. There have been many changes in Canada's social work since the day in October, 1920, when the late Dr. John A. Amyot, who was then Deputy Minister of Health, called a conference on child welfare in Ottawa, and the Council has played no small part in the progress that has been made in the development of welfare services in many parts of this far-flung country.

The child welfare conference in 1920 recommended the formation of a Canadian Council on Child Welfare to co-operate with the Division of Child Welfare of the Federal Health Department and to prepare a national program for child welfare work in Canada.

Throughout the years we progressed beyond the period in which our concern was with the health and welfare of children only, into a phase of responsibility for the family welfare field as well as child welfare, to our present function in which the Canadian Welfare Council, as its name implies, is the central co-ordinating and clearing body for almost all aspects of welfare work.

During this development the value of the service of Dr. Charlotte Whitton in the building up of

the Council program and prestige was most marked. For twenty years Miss Whitton, whose first connection with the Council executive was a voluntary one, provided the energy and leadership which was in large measure responsible for the advances that were made throughout the years. When she left this organization in 1941, the directorship was assumed by Dr. George F. Davidson of British Columbia, who brought to the service of the Council his special gifts in the field of public welfare, and who during the past year moved back into public welfare work, becoming the first federal Deputy Minister of Welfare.

**Annual Reports** The financial statement was presented by the Executive Treasurer, Mr. A. S. MacTavish, and *The Story of the Year*, the report of the Council's work, was read by the Acting Executive Director, Miss Nora Lea. This report dealt with the activities of the various functional Divisions of the Council, its relationship with governments and gave details of the regular year-round work conducted from the office. It is not possible to give particulars of the projects dealt with in this report; copies are obtainable from the Council office on request.

**By-Laws** The action of the Board of Governors in approving new By-Laws for the Council was ratified by the voting delegates of the member agencies present.

**Address** Dr. Harry M. Cassidy, Director of the School of Social Work of the University of Toronto, was the guest speaker, his topic being *The Significance of a National Welfare Council in Post-war Canada*. Dr. Cassidy's address is carried in full on pages 2-6 and 30-34. of this issue.

**Elections** Mr. Philip S. Fisher was re-elected to the Presidency and the following new members were elected to the Board of Governors: Canon G. R. Calvert, Winnipeg; Dr. H. M. Cassidy, Toronto; Mr. William Dewar, Toronto; The Reverend J. B. Hobden, Vancouver; Dr. F. W. Jackson, Winnipeg; Mr. Justice R. L. Kellock, Ottawa; and Mr. Jack Pembroke, Montreal.

Mr. F. R. MacKinnon, Halifax, was a new addition to the Regional Advisory Committee.

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#### TRAINING FOR SOCIAL WORK AIDES . . .

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bers, under increasing odds. The Schools are willing to assume the additional responsibility of these short courses in order that the Canadian social services, particularly those offered to the families of the armed forces, shall not break down. It is recognized, however, that the primary responsibility of the Schools is to increase and develop facilities for full professional

training as rapidly as possible. The use of their teaching resources to deal with the present situation in the manner described above, therefore, must not be allowed to put in jeopardy this major objective.

*N.B.—See "Case Aides in Private Member Agencies", Highlights, April, 1945, published by Family Welfare Association of America.—EDITOR.*

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**T**HERE is great need for a concerted attack upon the personnel problem by professional associations and national agencies concerned with the social services. Schools of public health, of social work, of medicine, and of public administration in the universities must be greatly strengthened and extended to turn out the trained staff to be needed in the postwar period. The provincial and local authorities need the help of both the national government and of national private agencies if they are to find enough of the right kind of people to man their services.—*Public Health and Welfare Organization in Canada*, Harry M. Cassidy.



# Le Travail Féminin au Québec dans l'Après-Guerre

RENÉE VAUTELET, O.B.E.\*

**L**E problème du travail féminin d'après-guerre se distingue nettement de celui de l'emploi général, tant par l'élément d'inconnu qu'il contient que par les conséquences sociales et familiales qui peuvent résulter d'une faillite dans l'attitude qu'on va lui réserver. Jusqu'ici, cependant, toute considération de l'emploi féminin d'après-guerre semble avoir été reléguée, dans une grande mesure, parmi les aspects négligeables du problème général, et à date n'a reçu qu'une attention secondaire au fédéral et à peu près nulle au provincial.

Le travail féminin dans notre province n'est pas un problème né de la guerre comme pourraient le croire les esprits superficiels. En 1931, 202,076 femmes occupaient un emploi rémunérateur; en 1941, ce chiffre s'élevait à 260,191. Nous aurions dû depuis longtemps situer le problème du travail féminin parmi nos problèmes sociaux et économiques importants. Avec la guerre, l'emploi industriel féminin a nécessairement augmenté. Cette nouvelle catégorie de main-d'oeuvre, femmes mariées et écolières, pose des problèmes sociaux nouveaux chez-nous. En

1943, plus de 30 p. 100 de notre main-d'oeuvre industrielle était féminine. 30 p. 100 de nos femmes aptes au travail étaient dans nos industries et notre commerce; 163,000 femmes contre 428,619 hommes travaillaient dans les seules industries enregistrées, employant plus de quinze personnes. Diverses enquêtes démontrent que 50 p. 100 de cette main-d'oeuvre désire rester au travail après la guerre. On pourrait y ajouter un autre 25 p. 100 à moins que nous ne prenions des mesures pour améliorer la situation économique et familiale de la femme. La jeune fille rurale, la femme mariée, l'adolescente qui ont connu l'indépendance économique tiendront une large place dans ce dernier groupe.

Nous aurions donc après la guerre 100,000 à 120,000 femmes que l'industrie devra absorber, en plus des soldats démobilisés, à moins que nous ne puissions diriger cette main-d'oeuvre féminine vers d'autres champs d'activité. Cette dernière solution est certes la plus désirable. Des experts évaluent à plus de 60,000 les femmes qui ont quitté nos régions rurales. Ceci indique un déplacement inquiétant et nous met en demeure, soit de réorienter une majeure partie de ces ouvrières vers les régions qui les ont perdues et qui ne peuvent

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vivre sans elles; soit de refaire pour notre province une économie sociale bien différente de celle qu'elle possède maintenant.

*Economiquement*, cette main-d'oeuvre, tant rurale qu'urbaine, sera une lourde charge pour notre assurance-chômage dans l'après-guerre si nous ne savons où l'orienter. Elle peut même désaxer notre pouvoir d'achat, une des forces motrices essentielles de notre rétablissement.

*Socialement*, cette menace du chômage féminin est encore plus grave que celle du chômage masculin. Elle fera concurrence à l'ouvrier, acceptera du travail de catégorie inférieure, exposera sa santé et ses moeurs; les conséquences sociales qui en résulteront affecteront plus que chez l'homme, la santé et l'équilibre de notre avenir.

*Psychologiquement*, la concurrence de la femme avec l'homme sur le marché du travail est plutôt nouvelle. Nous sommes portés à vouloir régler ce problème d'après les formules d'hier. Ce point de vue a des dangers. Nous évitons la réalité en nous tournant vers une tradition au lieu de protéger cette tradition en l'adaptant à la réalité. Il permet également une inertie gouvernementale, basée sur l'idée sociale que le rôle de la femme est fixe et immuable et que ce rôle résoud de par lui-même les problèmes que la société reconnaît devoir résoudre pour l'homme.

L'ouvrière d'aujourd'hui ne saurait être contrainte, il faut la diriger. Elle se révoltera si l'emploi masculin est placé sur une base privilégiée. Ni le mariage, ni le

retour au foyer, n'auront raison du problème de la concurrence féminine aux heures de crise. Remarquons que l'âge du mariage au Québec est le plus élevé au Canada (25½ ans) et que la proportion de mariages à la population est la plus basse. Environ 45 p. 100 des Québécoises au-dessus de quatorze ans et non dans les communautés religieuses, ne sont pas mariées. Des quelques 260,000 femmes au travail en 1941 dans notre province, environ 240,000 étaient célibataires et de nos 1,121,550 femmes au-dessus de quatorze ans, 515,000 environ étaient sans mari. L'après-guerre ne favorisera pas le mariage; cherchons donc un remède économique, non matrimonial, à la crise qui s'opérera chez la main-d'oeuvre au cours de cette période. N'oublions pas non plus que bien des couples ont pris l'habitude d'un salaire double pour maintenir les standards de vie et des jeunes filles qui se dirigeront vers le mariage en quittant l'industrie, un grand nombre auront acquis le goût et l'habitude de l'indépendance financière qu'elles voudront continuer en recherchant du travail en dehors du foyer. Il nous faut donc édifier des plans concrets pour diriger cette main-d'oeuvre et cela avec la collaboration et les conseils de nos organismes féminins. Le rôle traditionnel de la femme dans notre ordre social nous inclinera à orienter la main-d'oeuvre féminine vers les métiers qui préparent la femme à son rôle normal futur plutôt que de l'en détacher, par exemple, le service domestique,

l'artisanat, et les arts ménagers. En ligne de compte le travail d'usine n'apparaît qu'en dernier. Une étude sérieuse des conditions qui devront gouverner le travail de ces femmes semble s'imposer, si nous ne voulons pas continuer à y exposer à l'aveugle non seulement leur santé, mais aussi celle de leurs enfants futurs.

Que pouvons-nous faire pour la femme mariée avec des enfants qui pendant trois ou quatre ans a pris l'habitude de l'indépendance économique? Nous devons l'accepter *telle qu'elle est*, si nous ne voulons pas voir des foyers à moitié abandonnés se multiplier et nombre de mères chercher en dehors le rendement financier que leur travail ne leur fournit pas à la maison. Se présentent ici, comme solutions possibles, des emplois à demi-temps, des garderies à la demi-journée qui libéreraient la femme de la classe ouvrière de la charge sans relâche de ses enfants, ou encore un réajustement de la situation habituelle de dépendance financière totale de la femme de ménage. Si nous voulons retourner à son foyer la mère qui a pris goût à l'indépendance financière, il faut lui rendre la transition facile en la mettant en mesure de pouvoir gagner un apport quelconque sans négliger sa famille complètement et en lui reconnaissant un droit à un pourcentage personnel du revenu de la famille. Pourcentage justifié du reste par la valeur économique de son travail dans l'unité familiale.

En passant, signalons la question d'égalité de salaire entre les deux

sexes qui peut jouer un rôle important dans la réorientation de la main-d'oeuvre féminine. L'inégalité qui a subsisté au cours de la dernière dépression a eu comme conséquence la préférence de la main-d'oeuvre féminine à celle de l'homme. Le Bureau international du travail prévoit que la compétence technique que cette guerre a apportée à l'ouvrière ne fera qu'intensifier cette préférence. Il est donc à prévoir que la femme, en temps de crise, continuera à jouer, vis-à-vis du réservoir de main-d'oeuvre, un rôle analogue à celui de la concurrence orientale ou noire dans notre Colombie-Britannique ou aux Etats-Unis; rôle qui lui a été imposé et qui ne contribue en rien à stabiliser le marché de l'emploi.

De toutes les unités économiques de notre province, celle qui a le plus besoin de la femme c'est, certes, la ferme. Cependant, l'exode des jeunes filles rurales vers la ville s'intensifie et ceci malgré que la proportion du nombre d'hommes au nombre de femmes est plus avantageuse pour le mariage dans nos campagnes. En 1941, il n'y avait que 369,860 femmes de campagne au-dessus de 14 ans, contre 419,410 hommes, cependant que nos villes comptaient 760,690 femmes dans les mêmes âges et seulement 693,770 hommes. Cette disproportion est encore plus considérable aujourd'hui et elle augmentera. Donnons donc une attention immédiate aux problèmes ruraux de la fermière et visons à rendre sa situation plus satisfaisante pour endiguer le lent

saignement pratiqué ainsi à notre économie rurale.

La valeur économique de la femme dans la société est double: celle qu'elle possède comme ouvrière (rétribuée ou non rétribuée) et celle qu'elle représente dans son rôle de mère actuelle ou future. Si l'industrie doit continuer après la guerre, à tirer une part importante de sa main-d'oeuvre au sein de la population féminine, il nous appartient d'établir, à titre de mesure d'économie sociale, certains règlements gouvernant, entr'autres, les circonstances de la maternité chez l'ouvrière industrielle, afin que celle-ci n'ait pas à exercer un choix trop socialement coûteux (réserve faite du coût moral) entre sa subsistance et son enfant futur. Le coût social de l'imposition inconsciente d'un pareil choix à l'ouvrière s'est déjà fait sentir aux Etats-Unis, et la possibilité d'y remédier en adaptant certains aspects de l'industrie à la femme, et non la femme à l'industrie, a été établie par des règlements visant la situation de la maternité chez l'ouvrière des industries de guerre du gouvernement fédéral américain. Ces règlements fonctionnent avec succès.

Si nous désirons diriger autant d'ouvrières que possible vers d'autres champs d'action que l'usine, pour y laisser place libre à nos démobilisés, attaquons immédiatement le problème de l'emploi domestique. Elevons-en les standards pour lui permettre de rivaliser avec le travail de manufacture ou d'industrie et établissons des garanties de compétence propor-

tionnelles au salaire qui régleront équitablement les relations entre l'employée et l'employeur.

L'organisation pratique sur une grande échelle de l'entraînement domestique est une des mesures les plus utiles contre le chômage. A l'encontre des travaux publics habituels, qui coûtent beaucoup et ne laissent rien de permanent à l'ouvrier, elle rétablit l'ouvrière sans travail comme une contribuable, non une charge à la société et la dirige vers un métier propre à augmenter sa compétence en vue d'un foyer futur.

En 1941, il y avait 47,000 jeunes filles en-dessous de 19 ans au travail rémunéré dans le Québec. Ce nombre a sans doute doublé depuis. Au sein de ce groupe s'opérera la première et plus sérieuse crise de chômage. Nous avons ici un avenir à sauver. Mal équipée pour la concurrence dans l'emploi d'après-guerre, cette main-d'oeuvre ne coopérera pas au même degré que l'ouvrière adulte avec les efforts qui pourront être faits pour la diriger et la former. Seule une alliance étroite entre les agences gouvernementales et nos oeuvres de bien-être et de jeunesse, et des projets d'entraînement solidement édifiés mitigeront les dangers de délinquance et d'immoralité féminine qui marcheront de pair avec le chômage.

Le problème du travail féminin ne se présente donc pas sur le seul niveau économique et ne peut se résoudre d'après ses seules formules. Il touche un territoire où s'érige toute notre tradition sociale

et où se jouent en même temps tous nos préjugés traditionnels. L'un représente une valeur à sauvegarder; les autres seront des obstacles psychologiques qui en entraveront la solution. Cette solution aura son influence sur notre santé sociale puisque tout ce qui touche la femme dans la société touche doublement aux bases de cette société. Comme la sécurité demeure, bien plus que l'aisance financière, le jalon qui détermine la fertilité d'une génération, notre taux de naissance reflètera peut-être demain la sécurité que nous

assurerons ou non à nos femmes. Cette sécurité doit de plus en plus, vis-à-vis des circonstances actuelles, avoir une envergure autre que la simple protection physique. Elle n'existera pas si les situations affectant l'emploi de la femme ne sont pas contrôlées au même niveau que ceux affectant l'emploi de son frère; si ses droits économiques restent le jouet de l'opinion publique et si les gouvernements ne réalisent pas *avant elle* les protections nécessaires qu'il faut accorder à son *double emploi*, matériel et économique.

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## News from the Provinces

### Alberta

In a recent bill to amend the Mothers' Allowance Act, the following interesting note is offered in explanation of its provisions:

"The amendment to the definition of 'widow' reduces the period of desertion necessary to entitle a woman to the benefit of this Act from five years to three years and gives the Superintendent, subject to the approval of the Minister, authority to determine when a woman qualifies. This jurisdiction is at present in a district judge. The new definition also includes a woman who has lived for five years before his death in a marital relation to a man but not married to him and has borne children registered as his."

### Quebec

Mingled feelings of satisfaction and a sense of loss greeted the announcement of the appointment of the Reverend Gerald Berry as Bishop-Elect of the Diocese of Peterborough. Father Berry has been Director of the Catholic Welfare Bureau of Montreal since 1940 and will be very much missed by his colleagues in that city and in the social work field generally.

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It was with sincere regret too that Canadian social workers learned of the resignation from the staff of the Montreal School of Social Work of Miss Alice Taylor. Though her stay in Canada has been only since 1942 she has so fitted into our ways and become so



much a part of us that the news of her proposed return to her own country came as a very real shock.

Miss Taylor will be attached to the staff of the In-Service Training Department of the Social Security Board in Washington, D.C.

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Miss Janet Siebold, B.A., M.Sc., at present Service Supervisor of the American Christian Committee for Refugees, will join the Faculty of the Montreal School of Social Work on June 1st.

Miss Siebold, who received her B.A. degree from the University of Minnesota and later studied in Paris at the Sorbonne, secured her professional training at Western Reserve University School of Applied Social Sciences and the New York School of Social Work of Columbia University, obtaining her Master of Science degree from the latter institution.

Miss Siebold's earlier experience in private social work was with the Family Service Society of St. Paul, Minnesota, and with the State Charities Aid Association of New York. She also served on the staff of the Minnesota State Department of Public Welfare in various capacities and, as District Field Representative and later as Child Welfare Consultant, assumed responsibility for planning and carrying through training programs for the social work staff of the Department.

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The Health League of Canada has sponsored in Quebec City a

Citizens Committee composed of representatives of the Board of Trade, St. John's Ambulance Association, Catholic Women's League, the various Catholic Action movements, Red Cross, service clubs, Trade Unions, School for Parents, the welfare organizations, medical profession and the press. This city-wide committee will study the health and sanitary conditions of Québec City and will make recommendations to the proper authorities so that improvements may be made with promptness and efficiency.

#### **British Columbia**

In March a review course in nutrition was provided for social workers in Victoria and was well attended by the local and Provincial workers. The course was based on the fact that the kind and quantity of food purchased by families have a direct bearing on the health and therefore the happiness of all members of the family. Also, since food costs money, a knowledge of food values is essential in assisting families on low income to make the wisest use of their money for this item in the budget. The course was given by Miss Ruby White, Federal Nutrition Division representative.

It is hoped that this course may be followed up by a series of meetings throughout the province which will provide an opportunity for those workers who have taken the course to convey to a much wider group the information and valuable material which they have secured.

# Schools of Social Work

The Course in Social Work at the University of British Columbia, formerly part of the Department of Economics, has become an independent Department and Miss Marjorie J. Smith has been named Professor and Head of the Department. From her comes word that, thanks to the generosity of the Junior League of Vancouver, funds have been provided to make possible the engagement of a full-time instructor in social group work, and it is hoped that this course will be available in the fall.

Two other 1½ unit advanced courses are being offered during the summer session: A new course, Law in Social Work, will begin on July 3rd and run for six weeks; and an advanced term of case work with emphasis on the psychiatric setting also begins on July 3rd.

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THE University of Toronto School of Social Work, under the direction of Dr. Harry M. Cassidy, has embarked on a program of development which is indicative of the desire of the university authorities and the Ontario social work agencies to have that School play a more prominent part in the development of social work standards and the building up of professional personnel.

The proposed program, as instituted by the School, includes:

The development of more undergraduate courses, which will give the student adequate preparatory training in the social sciences, thus leaving a greater amount of post-graduate time for training in the professional subjects.

Greater opportunities for specialization after the period of generic preparation.

Greater attention to field work experience with closer integration with service agencies and with additional staff to supervise field work.

The awarding of a Master's Degree after successful completion of two years of graduate work.

The inclusion of short courses, summer sessions and institutes and the encouragement of part-time students.

To make effective this program of advance and expansion, students and staff are essential. A vigorous recruiting campaign has already begun, additional scholarships are being secured and a greatly in-

creased teaching staff is planned for the future. It is expected that in the year 1945-46, eighty full-time students may be registered in addition to enrolment in short or part-time courses. Additional staff is planned to bring the total faculty personnel to seven and a half, in place of the present four, in addition to the use of visiting lecturers and instructors.

Dr. Cassidy and the university authorities have looked a long way ahead in this mapping out of the future of the Toronto School of Social Work. Recognizing the growing import of social work programs in the economic and national development of our own and other countries, they have planned a framework around which may be built a professional school of social work which, drawing on the experience of Great Britain and the United States and utilizing what is inherent in our Canadian pattern of social organization, may be expected to play a leading part in the future of Canada, both in respect of education and preparation for the profession of social work and also as a centre for research and special studies.

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The Extension Department of the University of Toronto in co-operation with the School of Social Work is offering two summer courses which should help materially in providing more adequate auxiliary personnel for case work and recreation agencies.

The courses will run from June 11th to August 31st. That for group work and recreation aides is being directed by Professor W. I. Newstetter, Dean of the School of Applied Social Sciences, University of Pittsburgh. Professor Newstetter's reputation as an outstanding authority in the group work field is too well known to need further comment here.

The Course for welfare aides is being undertaken at the instigation of the Dependents Board of Trustees of the Department of National Defence and will be financed by the Canadian Vocational Training Branch of the Department of Labour, which will pay fees and maintenance allowances for suitable candidates. The case work teacher for this course will be Miss Hazel M. Peterson, Assistant Professor of Social Work, University of Utah. Placement of the successful graduates from this Course will be made in the case work agencies giving service to the Department of National Defence in its various branches.

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A similar three month's course for welfare aides is being conducted by the Manitoba School of Social Work beginning July 9th. The course will be under the direction of the regular School staff, augmented by Miss Barbara Smith, who will take responsibility in field work supervision.

# Reconnaissance

*The story of the 25th Annual Meeting of the Montreal Council of Social Agencies and Community Planning Institute*

EVERYONE who had the good fortune to attend the two-day Community Planning Institute held under the auspices of the Montreal Council of Social Agencies at the Windsor Hotel on May 17-18, will look back upon the occasion with gratitude to those who planned it. The twenty-fifth Annual Meeting of the Council, which concluded the eight sessions, was attended by over three hundred persons and demonstrated the cumulative vitality of the organization in Canada's largest city. Mrs. W. K. Newcomb was elected President, succeeding Mr. J. H. H. Robertson, K.C. She is the first woman ever to hold this office during the life of the Montreal Council.

It is hoped that proceedings of the Institute will be published in a few weeks by the Montreal Council. In the meantime *WELFARE* brings to its readers the flavour of the meetings which were rich in instruction and carried no small measure of inspiration.

The three speakers were Dr. Eduard C. Lindeman, Dr. Harry M. Cassidy and Mr. Mark Tarail.

Dr. Lindeman conducted three major sessions of the Institute and was the speaker at the Council's Annual Meeting.

## **Volunteers in Social Work**

*Volunteers in Social Work* was the subject of the first morning's

session, with Mrs. Jack Pembroke as Chairman. During those two hours, Dr. Lindeman and the audience through discussion brought forward the conclusions that more young volunteers should be enlisted with an effort being made to bring them over the threshold to professional training. In the New York City Department of Public Welfare as many as 500 volunteers have been used and the extension of the use of volunteers in public agencies was considered desirable. "It could be one of the chief means of preventing the growth of bureaucracy. . . . There is a constant tendency in all democratic nations to bureaucracy and I see this as one of the ways it could be limited", said Dr. Lindeman.

Volunteers should know the nature of the social problems with which the social agency is dealing, should be taught in simple language, shorn of the jargon of the profession, the nature, content, and method of the job he or she is to do. There should be a clear understanding between volunteers and social workers because if social work is to remain democratic, then it must enter into a bond of bonafide partnership with the lay citizen.

There should be clarification of functions of agencies and volunteers should be helped to understand the levels on which they can serve—as trustees, committee mem-

bers, aides to technicians, assistants in fund-raising and in interpretation, and as liaison officers with the community.

### **The Social Worker as Professional and Citizen**

The first day's luncheon meeting was held under the auspices of the Montreal Branch of the Canadian Association of Social Workers, Miss Dorothy Aikin, President, presiding. Dr. Lindeman developed the reasons why social work would increase as a profession. The middle class—which is arising and will within the next thirty years come to power—is thinking more and more of social services.

We, who have lived in the shadow of the bloodiest decade in the whole of human history must face the effect on child life and the social deterioration which has taken place. Nobody realizes how much civilization has been lost; there has been a terrible breakdown in education. Those with skill for observation say that we have lost thirty-five years, literally millions of children all over the world are growing up without education. The disruption to life will carry over a period of twelve to fifteen years.

With all this as a background for the growing social work profession, Dr. Lindeman discussed briefly technical preparation. He felt that in the past we had taken our clue too much from psychiatry and not enough from understanding the ecological processes of human beings, that is, the life habits of

EDUARD C. LINDEMAN, professor of social philosophy, New York School of Social Work, Columbia University. Of Danish parentage, Dr. Lindeman was born in Michigan and educated at Michigan State College. An authority on social philosophy, he is an author of note, a trustee of leading private and public social betterment committees in the United States and a real force behind the adult education movement. Noted for his liberalism, he is one of the most dynamic as well as one of the most forward-looking social thinkers of this continent and is recognized as an authority in his field.

people as related to their environment. "There is too the necessity of understanding the legality of all things connected with the profession because social work is more and more going to be concerned with law."

Dr. Lindeman stressed the responsibility of social workers to function as citizens as well as professional workers. He said that some think there is an inconsistency between a person who has a technical job allying himself with a Cause, that anybody who dedicates themselves to a Cause will automatically decrease in some way professionally. This is unreal. Anything that leads to a separation of life's concerns is likely to lead you to error. Life is organic. You cannot separate yourself. All these separations are artificial. Germany has taught the intelligentsia how dangerous it is to remain aloof from politics. One of Dr. Lindeman's propositions, however, was that the professional



social worker who participates in social action must budget his or her energies in such fashion as to make sure there is a continuing growth in the area of technical competence. Another objection to social action is that we may alienate some of our conservative supporters. What security do you have if it is on such a slender thread as this? asked Dr. Lindeman.

He reasoned that social workers should participate actively as citizens in every decent movement because this is the best justification for the things we have to do but wish we didn't, and the chief justification for the job we do is that we have a better goal in mind; and we want to remove the *causes*. One learns the arts of democracy by participation; it is the way to test our ideals and give them nourishment.

### Community Councils

Mr. Francis Hankin was the very able Chairman for Dr. Lindeman's Friday morning meeting. Opening with a quotation from the recently published work *Creative Demobilization*, Dr. Lindeman commented on the Editor's preface which points out the most significant fact—that the whole world is now moving toward the same goal: it is the only time in the whole of human history that this has been so. Social workers must see the direction, know the way, and though everyone is afraid of the future, the only way to deal with fear is to supplant it with courage. Therefore, we must go out and meet and welcome all the ele-

ments of a changing experience, particularly those which are troublesome.

Centralization is an evil only when it results in decreased citizen participation; centralization is not per se an evil. Every new function assumed by a central government should be accompanied by an increment of local responsibility. We are in a world from which we cannot escape so we must accept centralization as a world trend and democratic community organization is the only corrective.

Councils of Social Agencies, according to Dr. Lindeman, cannot achieve community co-ordination unless professional representation is matched by citizen representation. Why? Because the professional compulsion is always toward specialization while the citizen's compulsion always tends to generalization. If we could find ways to transfuse the specialized interest of the professional with the generalized interest of the citizen, then we should for the first time have discovered the basis of orderly community planning.

Neighbourhood organization can enjoy continuity and persistence only when guided by trained personnel. The difficulty is that with our modern type of living, there is so much mobility that in order to establish continuity there must be trained personnel, and that costs something. Success is not accidental. Fifty years ago one could have run a community centre or council without a trained leader but not to-day because people move from

neighbourhood to neighbourhood and from city to city.

Concerning veterans of this war, Dr. Lindeman was sure that demagogues were already planning to manipulate them. As a wholesome counter-plan he said:

"Assimilate veterans into neighborhood councils where they can act with civilians, discover leadership among them and as soon as anyone of them arises with talent, give him a neighbourhood job.

### **Coming Social Movements**

Speaking to a group of more than three hundred people who had assembled to celebrate the 25th anniversary of the Montreal Council of Social Agencies, Dr. Lindeman told them that this will be the decisive decade; this will be the decade which will determine whether the long-tested cluster of virtues of the Anglo-Saxon people can be applied to the developing world situation; whether we can learn to collaborate in the building of a secure world. He assured his listeners that the tests of peace would be more severe than those of war, that the very essence of our character is now coming to trial. It will be a question as to whether the rain of wisdom can wash away our smallnesses and germinate the seed of future progress.

#### ***The New Economy***

The economic plans which have brought us thus far do not suit the modern age, said Dr. Lindeman, and any who attempt to push the world back will lead us to ruin;

whoever attempts this will be responsible for the loss of our freedom. All the habits of the scarcity economy must be altered.

The new economy must produce an ever-increasing volume of consumer goods and keep a maximum number of able-bodied workers at work at high wages. This is what we have to do. If we don't we will have another depression and then we will lose democracy. We know now that if we fail we probably will never have another chance. Why can we not have an economic system which has several forms, some co-operatives, some free enterprise, some State control. The difficulty is moral. In order to operate a diversified economy, we will have to stop sniping at each other. We strive for tolerance in religion, why not in economics? What are the moral foundations of a mixed economy? How can we liberalize ourselves with good sense and good temper?

#### ***Social Security***

The next great social movement is *Social Security*. The world over the great masses of the people have come to feel that this constant burden of fear is intolerable and should be neutralized. They are asking if peoples can be secure in one area, why not in all.

#### ***Education***

The third great social agitation is *Education*. Here, recalling again the English publication *Creative Demoblization*, the speaker emphasized that for the first time in human history the whole world is

moving toward the same goals and there is a new kind of human ferment at work in all the world with respect to Education.

### ***Racial Equality***

Finally, the world is moving inevitably towards *Racial Equality*. It can be impeded at the risk of great violence but it cannot be stopped. The yellow and the black and the brown people of the earth are on the march, and they outnumber us in a ratio of three to one. Is it credible that this vast majority is going to continue to allow itself to be exploited by us? No. The whole game is over; the game of exploiting people because of colour and race. There is no justification in science or religion for any racial discrimination; both say the same thing, that we all come from the same Source and all discriminations are therefore artificial.

### **Voluntary Social Agencies and Government**

This was a round table discussion, Dr. Cassidy leading and quickly reviewing the government programs which had, at the beginning of the war, thrown responsibilities onto the private agencies at the community level. Through discussion of several major questions conclusions were drawn to the effect that private agencies had had to work under considerable difficulties, that their staffs had been deflected to the Government Departments, and that while in many ways the work had been a burden, on the whole, the private

HARRY M. CASSIDY, *Professor of Social Welfare and Director of the School of Social Work, University of Toronto. Prof. Cassidy is a Canadian and a veteran of the last war. He was educated at the University of British Columbia and obtained his doctorate from the Robert Brookings Graduate School of Economics and Government, Washington, D.C. An authority on labor conditions, a keen student of unemployment and relief and an author of distinction, he is in the forefront of younger Canadians vitally interested in social security.*

agency had made certain positive gains.

Dr. Cassidy drew upon his experience in the United States in pointing out the excellent work done by the departments of *county* welfare which had taken in their stride such work as investigations in connections with National Selective Service, the evacuation of the Japanese, civil defence work, and other war duties. "The County welfare administrative unit is an indispensable instrument."

### **Dominion-Provincial Relations**

In his evening lecture, Dr. Cassidy stated that Federalism is the greatest post-war problem in both Canada and the United States, and that it is indeed a very difficult problem to decide how we are going to distribute functions of administration and financial responsibility as between the Federal and Provincial governments to get done what needs urgently to be

done. We need public health programs; mental hygiene facilities; medical care, delinquency services and public assistance. We do not have one essential of a generally uniform system of general assistance. Most of Canada's 4,000 municipalities are too small to be efficiently administered and the need is clear for the creation of district welfare units with population of twenty to twenty-five thousand where a minimum team of social workers, full time public health officer and nurses as well as clerical staff could operate, administering public assistance and giving case work and probation services. Local Government in Canada has been referred to as the dark continent; no book is available on the subject and social workers and others are continually confronted with local traditionalism. The efficiently operated local welfare unit is the answer to the difficulty.

In the field of Dominion-Provincial relations, Dr. Cassidy suggested four possibilities for the future: (1) A continuation of the status quo, the Dominion Government using emergency grants when necessary. The speaker did not think this would work. (2) Greater centralization at the Dominion Government level. Dr. Cassidy questioned this, preferring a plan whereby no power was moved to the Dominion which could be handled by provincial and local powers. (3) The adoption of the Rowell-Sirois formula which assumed too much that everything could be solved by money, an

assumption which the speaker questioned, and (4) A three-level participation — federal, provincial, and local governments each assuming specific shares of the total burden, with the Dominion undertaking to give vigorous leadership by offering technical consultative services in all fields necessary. The way out of Canada's dilemma is the development of this three-level partnership of the Dominion, the Provinces and the reconstituted local authority with the recruiting to the Dominion departments of very able people to act as consultants. This is the challenge to statesmanship of the highest order.

### Group Work

At the luncheon meeting held under the auspices of the Group Work Section of the Montreal Council, Mr. Mark Tarail discussed the major questions facing group work. Mr. Tarail was formerly Executive Director of the Young Men's Hebrew Association, Toronto, a graduate of the College of the City of New York and the New York School of Social Work, and brings great enthusiasm as well as ability to the field.

That group work is an educational process, totally different in its application in a democracy than in a Fascist state and that genuine group work can only be developed under a democratic form of government was the keystone upon which the speaker laid all subsequent facts, argument and criticism. Contrasting the community centre movement with

settlements, the latter grew out of a system of "uplift" by one group in society for a less fortunate group, whereas participants in community centres are partners, planning together to meet the social problems which affect all. This is an extension of democratic living which is very important and deeply significant.

The creation of agencies where both boys and girls can play and work together, the project method of related program planning in agencies the extension of camping and the need in Canada for full-time group work courses in the Schools of Social Work were stressed and were later discussed at the afternoon session. E.G.

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## Distinguished Visitor

CANADA was privileged last month in having a visit from Mr. George E. Haynes, General Secretary of the National Council of Social Services, London, which is in many respects the British counterpart of the Canadian Welfare Council.

Mr. Haynes met and talked with social workers and addressed meetings in Montreal, Ottawa, and Toronto. His itinerary included also visits to some of the larger cities in the United States.

Mr. Haynes' description of the new social security program under way in the British Isles, his outline of the general reconstruction plans and his observations regarding British social work in both governmental and voluntary fields was not only interesting and informative—it opened up new and stimulating channels of thought and gave impetus to the idea of closer and more direct relationships between the agencies of the old land and the new.

Mr. Haynes' visit to the North American Continent had as one of its objectives the development of

the idea of a future plan for exchange of social workers. He envisages a program of not only "head for head" or "job for job" exchange, but also the development of a plan for exchange of observation experiences for periods of three to six months and is hopeful that the groundwork for such a program, which has already been laid in the United Kingdom may be built upon by similar consideration and action in the United States and in Canada.

It is expected that an exchange will be also effective between Britain and other members of the Commonwealth and also with certain continental agencies.

War is the great mixer and already Canadian social workers have had and are having most valuable experience in England and in Europe through the Canadian Children's Service and through UNRRA. Much can be learned through this type of mixing and it is hoped that there may be more of this professional sampling of the social work methods and procedures of other countries.



# THE YEAR OF DECISION FOR SOCIAL WORK

Excerpts from Address of  
**DR. ELLEN C. POTTER,**  
*President, National Conference of Social Work,  
New York City Meeting, May 28, 1945.*

**T**HAT this is the year of decision in social work cannot be successfully challenged! With this "One World" in ferment, with economic, social, technological and political change, national and international, already in action, the field of social work cannot escape the necessity of change within itself; nor can it avoid changed relationships with kindred fields; nor modified relationships with those who seek personal service or material help.

Decisions may be made in related fields within the next few months, which will shape our (social work's) destiny without conscious participation on our part, unless we interpret correctly the signs of the times and chart our course in relation to them. We are not alone on this turbulent sea.

The *Christian Church* is seeking to find its way back to the people. The National Conference of Christians and Jews is seeking new methods of promoting racial and religious co-operation. *Educators* are evaluating their past performances critically.

*Scientists* are questioning their failure or their inability to interpret their discoveries, old and new to the common man and their use to him, so that he will avail himself of the help science has to offer.

*Medical science and public health services* have, in the last fifty years, made astounding advances in diagnosis, prevention, treatment and cure of disease and maintenance of health. Today the "consumer" as well as organized medicine are in agonizing search for a plan which will make these services available everywhere. A workable partnership between Government and organized medicine cannot be long delayed.

*Government* itself is involved in postwar planning. New tasks lie ahead. Education, health and welfare services are interdependent functions of government; they must burst the traditional boundaries of separate functioning and find the way to work together on behalf of all.

*Social insurance* is challenging assistance programs.

*Capital and labor* are involved in a struggle either to hold their gains or minimize their losses in the face of fundamental changes which involve all the people.

Those five great areas of spiritual, social, scientific, economic and governmental power are bound to us by ties which are inescapable. The social services and material help which we are called on to give are made necessary by the inadequacy of the basic security

Continued on page 35

Its willingness to investigate, to inquire, to promote, to stimulate, and, indeed, to agitate, has led to its development to its present stature. There are the same fundamental reasons today as there were at the outset of its history and as there have been during its twenty-five years of development for it to play as active role in promoting the welfare of the Canadian people.

Let us look at these fundamental, or basic, factors which make a national welfare council essential. There are at least four of them to which I should like to call your attention.

In the first place, the national council is urgently needed to provide the machinery for consultation and co-operative action between those concerned respectively with the public and the private social services. No federal department can well provide a forum for discussion between all public and private groups in the country. At certain times, and on certain subjects, we will not, indeed we cannot, speak freely and frankly at conferences or in committees summoned under the auspices of a federal agency. But it is quite different if we meet under the wing of the Canadian Welfare Council. Here we meet as professionals and as laymen interested broadly in the cause of social welfare and not as the representatives of particular departments or agencies whose policies and whose interests we must defend. Here we have an opportunity of considering pro-

blems of mutual concern primarily from the standpoint of technical considerations and with a common allegiance to the public welfare as an over-riding ethical guide to our work. Here we can be at least potentially, free men and women using our technical knowledge and ability wholeheartedly in the interest of social justice and community well-being.

Secondly, we need the national council to co-ordinate and contribute towards a great deal of activity being carried on by a number of national organizations active in welfare or related fields, or with interests in social welfare. Such agencies as the Canadian Association of Social Workers, the Canadian Conference on Social Work, the Canadian National Committee for Mental Hygiene, the Canadian Public Health Association, the Health League of Canada, and the national councils of the Y.M.C.A. and the Y.W.C.A., are concerned wholly, or in part, with subject matter which comes within the range of jurisdiction of the Canadian Welfare Council. It is fit and proper that the organization with the broadest jurisdiction, should take the lead in mobilizing the full strength of these related agencies for common purposes, in co-ordinating their activities, and in avoiding wasteful duplication of effort.

Then there are many other bodies which are concerned to some extent at least with welfare questions. Among these are the Canadian Manufacturers Associa-

tion, the Canadian Chamber of Commerce, the Trades and Labour Congress of Canada, the Canadian Congress of Labour, the Canadian Federation of Agriculture, the various women's organizations, the central Church bodies, the Canadian Medical Association, and the Canadian Bar Association. Indeed the list can be expanded indefinitely. It is most desirable that such bodies should be able to turn for advice and assistance to an agency concerned primarily with social welfare; and it is likewise possible for the Welfare Council both to obtain help from them on particular issues and to bring them together for common purposes. Thus at the national level the organized social welfare interests of Canada have a channel of communication with other organized interests if they have a national agency to represent them. But without such an organization their opportunity of working co-operatively with other functional groups in the country is a good deal less. We need their understanding and their help in order to obtain our broad objectives.

A third major function for the national council is to represent organized social work in the international sphere. There is probably much more of this to be done than ever before. If the International Labour Office does not broaden out to deal with all types of welfare issues, it is likely that some new international welfare agency under the Economic and Social Council of the new world organization will be established. Many of those who have been planning this body, as

I heard frequently in Washington this past year, are most eager that the various countries should be represented not only by official, but also by non-official delegates, such as the Canadian Welfare Council might nominate. The British National Council of Social Service is eager to undertake co-operative projects with us in Canada, including the exchange of technically equipped personnel. Frequently there are occasions when negotiations of one kind or another between the organized Canadian welfare field and American organizations of a similar kind are desirable. We must have a national agency to represent us effectively in these manifold international activities. They are great in significance, these functional international relationships, far beyond their immediate value for the purposes of social welfare. For in carrying them on we spin a thread that connects us to other countries. If other functional groups do the same there are developed the essential elements for great ropes of understanding and mutual interest which may bind the nations together so firmly that they will not again fall apart into mortal combat.

Fourthly, we urgently need a national council to mobilize professional and lay opinion for good social services in Canada. There is no guarantee that our social services will be good merely because we have a new federal department, or because we have some provincial and local departments headed by men and women of ability in whom we have confi-

dence. As civil servants, they must follow the policies set by their governments, and we know that governments come and go and that government policies are decidedly changeable. The civil servant—and I speak with some personal feeling, as one who has gone through the process himself—is much affected by the environment within which he must work. There is considerable danger of his vision being narrowed and limited as he slogs away at specific jobs, too often under political conditions that are discouraging. I am sure that the best civil servants will agree that they urgently need the stimulus of ideas, of argument, and of criticism which may come from those not connected with the public service.

This point can be overplayed. I have really the greatest confidence in the good civil servant. I am not one of those who quails at the prospect of more bureaucrats. I think that if we had better bureaucrats we would have far less bureaucracy. More important than limitation in the view of the civil servant is the problem of the able civil servant not getting enough backing for the schemes he desires to advance in the public interest. He needs badly our support, work-through such an organization as the Canadian Welfare Council. It is the best civil servants who realize this and who know that we can assist them mightily in achieving desirable goals.

To my mind it is simply indispensable that we should have an independent agency concerned with social welfare to promote, to

appraise, and to criticize the public social services. Mistakes are bound to be made by those charged with responsibility for legislation and for administration. We have the opportunity and the obligation of pointing out these mistakes and of offering our constructive alternative proposals. In so doing, we are performing an essential function within a democracy. We are the channel through which the conscience of our functional field is expressed. If we were to close that channel the conscience would largely be smothered; and I fear that over a period of years the effects upon the performance of our legislators and our bureaucrats would be disastrous.

#### **ADJUSTMENTS IN COUNCIL POLICIES**

It is not for me to say how the Canadian Welfare Council will, or should, rise to its new opportunities and obligations in the postwar period. That is for the board and the staff to determine. But there are three points of importance regarding ways and means which I think should be mentioned before I conclude.

1. The first of these has to do with resources and staff. Edmund Burke has well said that "parsimony is not economy". Expense, and great expense, may be an essential part in true economy. The Canadian people have clearly been parsimonious rather than economical in their financing of their national private welfare agency, for its modest budget is scarcely compatible with the scope of its obligations. If the program

of the Council expands to the extent which I trust will be possible when competent personnel can be obtained, it seems to me we must all unite to do everything possible to increase its budgetary resources to an adequate level. And I suspect that that level will have to be a great deal higher than it has been in the past.

2. My second point is that perhaps more can be done in the way of functional decentralization within the Council itself. Its present organization provides for functional divisions, of child welfare, family welfare, community chests and councils, delinquency and crime, etc., each to be served by professional secretaries. Is it possible that more can be done to provide for substantial autonomy within the various divisions? If this is done, will it perhaps attract to the Council agencies and individuals interested in specific branches of the welfare field?

I think that these questions deserve careful consideration. Will you not agree that most people who are associated with welfare programs are not interested so much in social welfare as a whole as they are in recreation or in delinquency, or in child welfare, or in even narrower branches of the field? After all, social welfare is a very big mouthful of human affairs indeed, and it is not many of us who have the time and the energy and the desire to swallow and to digest all of it. Therefore, we may pay lip service to the idea of welfare in general while our real desire is to give our time mainly to some aspect of the field.

My question then comes back to this—may it not be appropriate to give considerable scope to the urge for specialization by giving a large degree of freedom to people concerned with various branches of the field to work out their own problems within the functional divisions? This would no doubt permit the addition of a considerable number of committee members to the working personnel of the Council. For example, in the field of recreation and group work there is much stirring at the present time and some people suggest that it needs a national organization to serve it. But why cannot the interests of the agencies and individuals concerned with this problem be met by adequate representation on committees of the Welfare Council under the Division of Recreation and Leisure Time Services and under the professional leadership of a divisional secretary?

My third point has to do with another type of decentralization. This is a difficult country in which to operate national government and national organizations of all kinds. Decentralization of many activities appears to be essential to efficient public administration and to success in the organization of our private affairs. The Canadian Welfare Council aims to serve Canada and it has a distinct contribution of this nature already to its credit. But if its work is to expand, as I think it will, it will have to reach out into the highways and the byways of the Dominion to an even greater extent than it has done previously.



Perhaps one way of achieving this objective is to develop regional offices. Various of the national American agencies have found it necessary and desirable to decentralize their affairs in this manner. Perhaps the Council can stimulate the development of provincial agencies which will affiliate with it and which will perform some functions on the provincial level which the national organization is not in a good position to undertake. Specifically, I have in mind here the making of representations to the provincial governments and the mobilizing of provincial opinion regarding the social services. At the local level we have, at least in our larger communities, councils of social agencies which represent the social welfare interest before municipal bodies; and at the national level, we have the Welfare Council. But we lack, and I think we lack very seriously, anything at the provincial level comparable to state organizations in the United States which watch over the activities of state government and which constantly make proposals to the state legislatures, to the governors, and to administrative officials.

A distinct advantage of geographical decentralization is that it should go far to send the roots of the Welfare Council deeper into the Canadian soil. The roots are there now. But they must stretch out to every community in the land. The more our work is based upon strong community foundations, the better position we are in to carry forward effectively our work at the national level.

This brings me back to a theme of a few minutes ago regarding the democratic contribution of the Canadian Welfare Council. If our roots are deep in the Canadian communities from coast to coast, there is not much danger of our being led or misled by the professional personnel of our national staff, or by board members from the large cities, for their ideas will have to be checked and counter-checked by the opinions of great numbers of lay people throughout the country. Our own policies and programs will be democratically constructed and nurtured. The more democratic we are in our own structure and procedure the greater our strength in the confidence of the people, and the greater our contribution to the cause of Canadian democracy in general.

#### SIGNIFICANT FUTURE

And so I conclude that there is no lack of great tasks for the Council to perform. Veritably, the harvest is plentiful but the labourers are all too few. This Council is an indispensable instrument in the building of a great system of social services, public and private. It has done much in the past twenty-five years. But this, I submit, is only a prelude to what it may achieve in the future. For there are broader fields opening before it, its opportunities are glittering, and its obligations are high. I am convinced that it can play an even more significant role in postwar Canada than it has played during the first twenty-five years of its life.

# Orphan Annie

THE Winnipeg Council of Social Agencies, in its excellent monthly *Newsletter*, writes as follows:

. How many of our Council members read "Orphan Annie" in the comic strips I wonder? Those that have, either openly or secretly, indulged this childish passion, will have shared our feelings of incredulity as we watched Annie go blithely on her way in a world which was apparently denuded of modern social workers. And when Mrs. Bleating Hart and Judge Hedge appeared on the scenes, incredulity turned to horror and chagrin as we observed the very worst possible type of "social assistance" being paraded before the American and Canadian public as modern welfare work—a juvenile court judge that could be "fixed"—and a foster home in which you were worked so hard you couldn't even do your homework—was our face red! Really! So deeply were our sensitivities affected, that we mentioned the matter to Mrs. Ella Reed of the American Public Welfare Association when she was in Winnipeg recently. She assured us that her organization had taken these matters up with the script writers on occasion had also protested de-

viations from actual fact in radio broadcasts and movies in so far as social work was concerned. So we watched Judge Hedge and Mrs. Bleating Hart come to an untimely end with a sigh of relief, only to hear with horror Miss Kumquat, the social worker in Springfield, say, "You must be helped." Here we go again, we thought. However, that was the end of our feelings of frustration. From that day to this, the most perfect foster home publicity has poured from the mouths of Annie, Mrs. Fubble, Miss Kumquat and the other orphans. They work on the farm, yes, but not too hard—they "get to be educated"—Annie has brothers and sisters at last—"growin' youngsters should eat hearty, I always say—dig in!"—and "they seem to like us, that's what really counts the most".

Of course we have a sneaking feeling that somewhere some poor over-worked social worker is writing all this social work publicity "free for nothing", while the script writer probably sits back and reaps all the profits. But we are equally sure that a sigh of relief has gone up from social workers all over the continent, and we hope that our unknown social worker will get to know about it and feel rewarded.

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## THE YEAR OF DECISION FOR SOCIAL WORK . . .

Continued from page 29

which these great forces should provide. Our own treatment of social problems is facilitated if we are aware of what they have to

offer to those in need. We must understand them and be conscious of the interdependence of all these forces.

# BOOK REVIEWS



**PUBLIC HEALTH AND WELFARE ORGANIZATION IN CANADA**, by Harry M. Cassidy, Ph.D. Ryerson Press, Toronto, 1945. 464 pp. Price \$4.50.

This new work by Dr. Harry M. Cassidy, becomes the first exhaustive study of health and welfare organization in Canada. The book comes as a sequel to *Social Security and Reconstruction in Canada*, published in February 1943, by the Ryerson Press. The two volumes replace the planned single volume on these questions. The problem posed is that of fitting the plans for a broad social security program of an over-all national scheme into provincial organization which is uneven in development and generally insufficiently developed. The examination of provincial programs by Dr. Cassidy is, therefore, extremely pertinent.

The programs in health and welfare services of the provinces become the central concern of the book.

Dr. Cassidy has arranged his material in four main sections, the first dealing with premises for provincial planning, the second with the background of current administrative set-up in British Columbia, in the development of whose services he played a major role. Part Three deals with provin-

cial organization for health and welfare services in the various provinces east of the Rockies. These are less exhaustively described. In Part Four, Dr. Cassidy draws conclusions regarding the road forward.

In his premises for provincial planning, the author points out that social security is a newer term than any of the titles generally descriptive of broad public social welfare movements. He defines it first as referring to certain measures of social insurance and income maintenance, but takes it also to describe, though not very definitely, "provision of a social environment and of community services that will permit and assist the citizen to utilize his economic resources wisely and well."

He points out that our present systems of services are the product of a haphazard development rooted in Poor Law or municipal statutes when responsibility was basically local or municipal and that the larger spending in this area of the '30's was not in any degree adequately modified to meet the changed programs or needs. During this period only "a loose and imperfect partnership between the three levels of government existed." The increased expenditures of this period led to the popular demand that the Federal authorities take over the







entire cost and administrative responsibility of unemployment assistance. The author takes issue with this point of view, suggesting rather a planned program of Federal participation with the provinces in a conditional grants-in-aid program. The need for provincial planning for the social services and the reforms that are imminent is stressed. He describes adjustments in the provincial systems which he considers generally necessary, both as to standards of assistance and standards of administration.

Dr. Cassidy deals in interesting detail with the background of the British Columbia services and with that decade of the '30's when that province made most significant progress in the development of its services. In less detailed fashion he describes the set-up of services of the Prairie Provinces, drawing like conclusions as to the urgent need for modifications in program and administration. The availability of more material makes the study of Ontario again more complete. The study of Quebec services is interesting because of its differences, but perhaps more interesting because of the fact of the exposure of very similar basic problems to those of the other provinces.

The author's appraisal of the situation in the three Maritime Provinces indicate that health and welfare services of all three are under-developed. In Nova Scotia and New Brunswick, special reference is made to the weakness in the continuance of a Poor Law

system which is out-dated and the fact that provincial supervision is lacking. The poor financial support to programs in these provinces has been a real barrier to the improvement of services.

Dr. Cassidy discusses the road forward. He reviews what he considers to be the main flaws in the present system and some fundamental principles for re-organization. Among the flaws listed are:

1. "Important types of services are totally lacking in some provinces or in many parts of most provinces."
2. "The extent and quality of service provided by existing public agencies is often inadequate."
3. "There is great variation in the extent and the quality of social services from province to province and from community to community."
4. "Transients or non-residents are ineligible for various social services."
5. "There has been insufficient emphasis on policies of prevention and rehabilitation."

The weakness in program content is further described and certain suggestions for reorganization considered, based upon certain principles, as follows:

- a. "Operating functions to be assigned to the local authorities should be limited to those which the majority of them are potentially able to manage well."
- b. "Administrative responsibilities should be delegated only to local units that are suitable in population and in other characteristics for the efficient performance of such obligations."

- c. "Provincial-local financial relations regarding health and welfare should be so arranged that the financial burden is divided equitably . . ."
- d. "Reorganization of administrative machinery at both the provincial and local levels is necessary."
- e. "Provincial departments should be empowered to set standards of service" . . . for local and private services.
- f. "There should be worked out under provincial direction a positive personnel policy . . ."

The author makes an appeal for extended research services. He discusses the importance of local units in the administration of health and welfare services.

Dr. Cassidy declares that, "By themselves the provinces and local authorities cannot go beyond a certain point. . . . The provinces need help from the national government and they need it urgently if they are to play their part fully in building the new social security system." He proceeds to make specific suggestions as to how national leadership could be given and says, "Only as this partnership is worked out on equitable terms, only as it operates with understanding and tolerance among the partners, and only as they feel that each is pulling his fair share, is the system likely to be really successful."

This new work becomes a handbook for every public welfare administrator and every private welfare worker who sees his job as a

part of a great Canadian movement for social security.

BESSIE TOUZEL,  
*Executive Secretary, Welfare Council of Toronto and District.*

**SOCIAL WORK YEAR BOOK,**  
1945. Russell H. Kurtz, Editor. Russell Sage Foundation, New York, 1945. 620 pp. Price \$3.25.

*WELFARE* brings good news to its readers by the announcement that the 1945 *Social Work Year Book* is now available. As a concise encyclopedia in the social work field, it is quite indispensable.

Part I, occupying 485 pages, consists of seventy-five signed articles all written by authorities. These topical articles are descriptive of functions, organized activities and programs in social work and related fields, rather than of individual agencies. Important events occurring in the two-year period since the 1943 edition was published, are emphasized. The subjects covered march through the alphabet, beginning with "Administration of Social Agencies", by Dr. Leonard W. Mayo, Dean of the School of Applied Social Sciences, Western Reserve University. At the end of each of these topical articles is a bibliography.

Part II consists of directories of national governmental and national voluntary agencies in the United States, and to the joy of all users of the volume, an excellent Index is included. E.G.

**CANADA AND THE WORLD TO-MORROW**, by Violet Anderson, Editor. Addresses given at the Canadian Institute on Public Affairs, August 19 to 26, 1944. Ryerson Press, 159 pp. Price \$1.00.

This collection of essays covering the sessions of the Canadian Institute of Public Affairs at Lake Couchiching last year is a valuable addition to the library of any Canadian interested in social problems. In the introduction to this work it is stated that these papers are not intended to be scholarly studies nor the outlines of final solutions to the problems which they cover. If one remembers this warning, this group of speeches provides extremely interesting reading. By and large they fall into two groups, those which are of a descriptive nature and those which might be termed "provocative". This reviewer finds the former group much more valuable than the latter.

Attention should be drawn particularly to Prof. Knox's paper on the Bretton Woods' proposals and Dr. Davidson's outline of proposals for health insurance in the United Kingdom and Canada. Both these papers give a valuable outline for the layman of proposals which have been placed before the public but on which there has been, as yet, too little expansion and clarification by experts. Also Sir George Sansom's talk on *Some Problems in the Far East* covers some of the outstanding facts which have to be faced in any discussion of the problem of our relations with the Pacific

Area and which are as yet too little known by Canadians. The other papers of a factual nature such as Richard Miles' Outline of Great Britain's Postwar Position, Corwin Edwards' statement on the desirability of controlling cartel activities and M. W. Mackenzie's statement of the problems of reconversion are also valuable additions to the discussion of these problems even if they are not as outstanding as the other works.

However, when one turns to the more provocative papers one is apt to be disappointed. This is particularly true of the discussion of the *Postwar Problems of Canadian Labour*. It appears that the Institute attempted to obtain a speaker for "management" in C. P. McTague and for "labour" in J. W. Buckley. It is rather disappointing to see Mr. McTague assume that there will be a continuation of a system of private enterprise which he seems to favour developing on the basis of management-labour councils, which, as he outlines them, appear to be a cross between G. D. H. Cole's Guild Socialism and Benito Mussolini's Corporate State, coupled with a complete disregard for the interests of the consumer. Surely free enterprise can put a better case than this to the Canadian people! On the other hand, it is equally disappointing to see Mr. Buckley basing his arguments on a very thinly disguised outline of Marx's theory of the progressive worsening of the position of the labouring classes. Surely trade unionists have developed their theories further than this in

the presentation of the arguments by which they hope to increase their influence in Canadian politics.

The Section on French-English problems including Prof. Lamontagne's criticism of the current proposals to achieve full employment provide interesting reading for English-Canadians. Senator Bouchard's outline of recent social changes in Quebec seems to be a strange mixture of commendation of his province and criticism of certain of its present leaders. He outlines many developments in the social services in French Canada. While his exposition indicates that they are farther advanced than certain of the extremists in English Canada desire us to believe, he unconsciously indicates that they are still considerably behind us in social development. It is strange for a citizen of Ontario to see the statement that the very recent introduction of a system of compulsory education and uniform textbooks is considered to be a sign of fairly high social development. On the other hand, Prof. Lamontagne's discussion of the recent proposals in connection with full employment appear to this reviewer to indicate how far economic thinking in our French colleges is lagging behind developments in English institutions. It may be true that the Keynes-Hansen theories have led us down false paths but this paper certainly

seems to be unaware of many recent developments of economic theory. The report of the round table dealing with Canadian unity opens by saying that the members intended "to take the gloves off and be a little rough." While their intentions may have been good, the report itself seems to indicate few signs of any real heart-searching. There is practically no recognition of the reaction in French Canada to such statements as Mr. Drew's speech on family allowances and no acknowledgment of the fact that the question of conscription has become a symbol for such different things in both sections of the country. The problem of broken pledges with regard to this question appears to have been dismissed with very short comment.

The questions for discussion and the bibliographies at the end of each essay provide a valuable addition for those desiring to do further study of these problems.

It is to be regretted that there has been no summary made of the discussions following the presentation of these papers. To specify only one instance, as a former member of the Couchiching Conference, this reviewer is sure that he would have found the discussion following the meeting on cartels most interesting.

GRAEME S. DORRANCE,

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## COMMUNITY CENTRES

A "kit" of information on Community Centres has been prepared by the Canadian Welfare Council and may be borrowed from the Library upon request.







# The Canadian Welfare Council

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**Geneva Park, Lake Couchiching, Ontario**

**August 27 - September 3, 1945**

**For further details, write F. G. Hubbard, c/o National Council Y.M.C.A.,  
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